



State of Wisconsin
Department of Commerce
(DUNS No. 80-903-6098)

**2005-2009 Consolidated Plan
Program Year 3 Action Plan
(April 1, 2007 – March 31, 2008)**

Summary

**For the State's Housing, Community
and Economic Development Needs**

State of Wisconsin ■ Jim Doyle, Governor
Department of Commerce ■ Mary P. Burke, Secretary

INTRODUCTION

This *2005-2009 Consolidated Plan*, represents significant planning and application efforts by the State of Wisconsin to secure federal funds earmarked to meet the critical housing and community needs of the State's citizens. The funds, which in a typical year may total over \$43 million, are available through four formula grant programs of the U.S. Department of Housing and Urban Development (HUD). These resources play a key role in making Wisconsin's non-entitlement communities a better place to live.

The Third Annual Action Plan for the *2005-2009 Consolidated Plan*, covers the program year from April 1, 2007, through March 31, 2008. The Action Plan is also the State of Wisconsin's annual application to HUD for the Small Cities Community Development Block Grants (CDBG), Home Investment Partnerships (HOME), Emergency Shelter Grants (ESG), and Housing Opportunities for Persons With AIDS (HOPWA).

The Plan promotes program coordination, sets forth priorities, and serves as a guide in coordinating the delivery of limited housing, community and economic development resources to meet the needs of various program clientele.

The Plan further strengthens the working relationships of federal, state, and local governments and organizations working to provide decent housing, suitable living environments and expand economic opportunities for very low, low, and moderate-income persons.

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Introduction

This Summary highlights key points and overall themes, and the six main parts of the Consolidated Plan. The six parts are:

- *Part I: Coordinating and Managing the Process*
- *Part II: Citizen Participation*
- *Part III: Housing and Community Development Needs*
- *Part IV: Housing and Community Development Priorities*
- *Part V: Action Plan -- One-Year Use of Funds (2007-2008)*
- *Part VI: HUD Performance Measurements*

Part I: Coordinating and Managing the Process

The Wisconsin Department of Commerce (Commerce) is the agency responsible for developing the Consolidated Plan and its related documents. Commerce administers all four U.S. Department of Housing and Urban Development (HUD) formula programs covered by the Plan.

The Plan, submitted to HUD using the CPMP tool (an electronic template developed and supported by HUD Field Office staff), represents a dramatic departure in the format, size and philosophy from previous plans. The Plan incorporates an outcome measurement system, consisting of overarching objectives, outcome categories and output indicators. The system, developed jointly by the Council of State Community Development Agencies, HUD and the Office of Management and Budget (OMB), will enable the State to better assess and manage programs and significantly improve reporting program benefits to Congress and OMB.

Input into the development of the Consolidated Plan involved State agencies, including the Department of Administration; Department of Health and Family Services (DHFS); Department of Workforce Development (DWD); Department of Veterans Affairs (DVA); and the Wisconsin Housing and Economic Development Authority (WHEDA); as well as non-profit housing providers, local governments and other private organizations and citizens.

Part II: Citizen Participation

The State consulted with a wide range of public, private, and non-profit agencies in preparation of the 5-Year Consolidated Plan. Consolidated Plan information/invitation letters were sent to over 2,000 public and private groups to encourage attendance at seven regional roundtables or written/email feedback. Over 175 individuals attended the roundtables and 66 different groups and individuals submitted written comments. Consolidated Plan information was posted on the COMMERCE website and copies were provided to all major libraries in Wisconsin.

Commerce has also actively solicited public input on the Program Year 3 Action Plan. The official public examination and comment period for this year's Plan was February 23 – March 26, 2007, with notification of the comment period, public hearing, and Plan summary published in the Wisconsin State Journal. Copies of the draft Program Year 3 Action Plan were available on the Commerce website or via mail. Commerce provided the draft to several individuals and organizations. No written comments were received during the public comment period and no written or verbal comments during the public hearing on February 26.

Future Action Plans, amendments, and performance reports will be subject to public review, as well.

Part III: Housing and Community Development Needs

Wisconsin's population had the second highest numerical growth in the decade between 1990 and 2000. The State's population of 5,363,675 in 2000 was an increase of 471,946 residents from the 1990 level. That represents a 9.42% increase for the decade compared to a national growth rate of 13.1%. The highest numerical growth (518,000) occurred during the 1950s. While the 1950s growth was due to natural increases (difference between births and deaths), growth during the 1990s was equally divided between natural increases and net migration. The WI Department of Administration estimates that in 2005, the State's population will reach 5.5 million.

The composition of the State's population continues to see increases in the elderly population with the birth rate remaining steady. Wisconsin's elderly population (age 65+) is estimated to be 719,262 in 2005 and grow to 766,626 by 2010 when it is projected that 108,457 residents will be over the age of 85. The Department of Health and Family Services (DHFS) estimates that 133,500 elderly residents will need assistance with one or more activities of daily living.

During the 1990s Wisconsin experienced relatively small, but significant changes in the racial and ethnic makeup of its population. The persons of color (non-White and /or Hispanic) share of the State's population rose from 7.8% in 1990 to 11.1% in 2000.

According to 2003 U.S. Census Bureau estimates, the number of people in Wisconsin living below the poverty level increased to 528,000, a 10-year high, and included 187,000 children. With 9.8% of the population living below the poverty level, Wisconsin ranked 36th out of the 50 states and below the national figure of 12.5%.

According to the National Low Income Housing Coalition study Out of Reach, 2004, Publication an individual in Wisconsin would need to earn \$12.22 per hour working 40 hours a week to afford the HUD fair market rent for a two bedroom unit at 30% of income. Households in the low-income range have great difficulty finding adequate housing within their means and that accommodates their needs.

The UW Extension publication, Wisconsin Families and the Communities Where They Live 2004, notes that in the last decade, the cost of housing has consistently outpaced inflation. While the Consumer Price Index climbed by 17.8%, housing costs rose at more than twice the rate of other expenses. In addition, although housing costs have been increasing for everyone, incomes have not. From 1990 to 2003, incomes of households in the top fifth of the income range rose 30%, while incomes of households in the second from the bottom fifth rose only 8 %, and incomes for households earning the least (bottom fifth of the income range) rose only 2%.

The DHFS projects that number of people with physical disabilities will grow from 354,722 in 2005 to 373,654 in 2010. The number of persons with a sensory disability will grow from 154,733 in 2005 to 163,210 in 2010. Financing for housing rehabilitation and modification to allow persons with disabilities to function independently or make homes accessible will continue to be a critical need.

In 2000, the U.S. Census Bureau reported that Wisconsin had 2,321,144 housing units compared to 2,055,774 in 1990 - a 12.9% increase (265,370 units) over 10 years.

The 2000 Census dated also reported that 211,912 households had an income at or below 30% of MFI and that these households were the group primarily affected by housing problemsⁱ where 74.7% of the renters and 77.1% of the owners had housing problems. Overall minority rental and owner households tended to have higher incidences of housing problems than White non-Hispanic households and housing problems were more prevalent in metropolitan areas.

Part IV: Housing and Community Development Priorities

The focus of the objectives and activities described in this Plan is on the evolving needs of low and moderate-income persons, including persons with special needs. A central theme throughout this Plan is the development of strategies offering flexibility with accountability.

This Plan clearly recognizes the efforts of COMMERCE, in partnering with other local, state, and federal entities sharing common goals and interests. These entities include tribes, local and regional organizations or commissions and non-profit and for-profit corporations.

The response to the identified housing and community development priority needs must be broad-based and sensitive to local markets that are both economically and geographically diverse.

Housing

- Areas of special focus will include promotion of residential rehabilitation; rental assistance; and assistance for the homeless and special needs populations, with the highest priority of investment for households at the very low-income level, more specifically:
 1. Improve the affordable rental housing and homebuyer opportunities for all households, especially those with severe residential cost burdens;
 2. Continue adequate production of affordable units, including those for large families and persons with disabilities;
 3. Preserve and increase the availability of safe, sanitary housing for low- and moderate-income owners and renters, including lead based paint hazard reduction;
 4. Provide housing and supportive assistance for special needs groups, including migrant and immigrant resettlement, homeless prevention activities, expanding transitional/permanent housing and long term residential care options;
 5. Support efforts to preserve affordable rental units at greatest risk of loss due to expiring use;
 6. Promote Energy Star® improvements and installations and other energy efficient and renewable energy technologies in housing;
 7. Continue advancement of fairness and accessibility for low-income housing consumers through supporting anti-predatory lending efforts and information dissemination, enforcement and compliance with fair housing laws; and
 8. Sustain efforts to provide housing disaster relief and mitigation.

Public Facilities

- Non-housing community development needs are identified as the replacement of deteriorating infrastructure, the provision of otherwise essential community facilities such as community centers, senior centers, special purpose shelters, facilities that provide needed public service such as clinics, libraries, and related activities.

Economic Development

- Increasing economic opportunity in our communities, focusing on both workers and businesses, continues to be of critical importance. Job creation and retention, education, job training, and skill development programs to prepare workers for jobs continue to be a priority. Commerce continues to expand the focus of ED program eligibility to include all of the national objectives: low and moderate-income benefit, urgent local need, and the prevention or elimination of slum and blight. Assisting business to investing in new technology, establishing a statewide system to support entrepreneurial development, encouraging the best use of local revolving loan fund resources, and addressing a wider variety of needs critical to developing long term employment opportunities will

also be priorities. Economic assistance and loans to attract new business and retain and expand existing ones are key to Governor Doyle's Grow Wisconsin strategy.

Efforts will be extended to insure maximum state coverage of program resources. Emphasis shall also be placed on enhancing local capacity building and on integrating program resources as opportunities and situations arise in disadvantaged and under-served areas.

Proven program approaches as well as efforts to improve strategies and explore more efficient and effective approaches to address community needs will be pursued for the first year of the Plan and for subsequent years to maximize responsiveness.

- The Department will work with up to 3 non-entitlement municipalities on a pilot project basis to promote comprehensive community development. Strategies, developed in collaboration with a full range of citizens, community organizations, businesses and other state and regional agencies, will support and assist projects that are integral to enhancing the quality of life and improving the vitality and sustainability of the community.
- The Department will evaluate its collaborative efforts with WHEDA, HUD, and USDA Rural Development to address special housing and economic development opportunities and sponsor basic training for local officials to increase knowledge of and access to available state and federal community development programs and resources.

Part V: Annual Plan -- One-Year Use of Funds (2007-2008)

NEW RESOURCES
HUD COMMUNITY PLANNING AND DEVELOPMENT
FORMULA ALLOCATION PROGRAMS

HUD Formula Grants	Grant Authorization	Local Assistance Funds¹	Pro Income / Recap Funds	Total Aid Funds
Community Development Block Grant (CDBG)	\$ 28,619,873	\$ 27,661,277	\$ 1,750,000	\$ 29,511,277
Economic Development Aids		\$ 9,681,447		\$ 9,681,447
Community Development Aids ²		\$ 9,681,447	\$ 1,750,000	\$11,431,447
Housing Aids ²		\$ 8,298,383		\$ 8,298,383
Housing Investment Partnership Program (HOME)	\$ 12,289,777	\$ 11,453,383		\$ 11,453,383
American Dream Downpayment Initiative (ADDI)	\$ 241,358	\$ 241,358		\$ 241,358
Emergency Shelter Grant (ESG)	\$ 1,959,737	\$ 1,861,750		\$ 1,861,750
Housing Opportunities for Persons With AIDS (HOPWA)	\$ 391,000	\$ 379,270		\$ 379,270
Subtotal HUD Formula Grants	\$ 43,501,745	\$ 41,597,038	\$ 1,750,000	\$ 43,347,038

¹ Local Assistance Funds are the HUD Authorization amount minus State Admin and Technical Assistance

² Up to \$1,500,000 in CDBG funds set aside for the CDBG Emergency Assistance Program (CDBG-EAP). These FFY'07 funds will be available to the EAP Program until the FFY '08 funds are issued.

CDBG Program:

- \$29,411,277 available from Federal FY'07 formula allocation and program income-recaptured funds for local assistance
- funds available to "Small Cities" (local units of government that do not receive direct HUD CDBG entitlement allocations)
- in rare cases, funds may be used in entitlement areas if a project can document significant regional or statewide impact

Economic Development:

- approximately \$9.6 million available for Economic Development activities
- funds available through an application process to:
 - ✓ local governments for loans to businesses in order to create or retain jobs; businesses must at least match CDBG financing dollar-for-dollar
 - ✓ local governments for awards to businesses for broad training needs
 - ✓ local governments for awards to businesses for capital investment in new technologies
 - ✓ support a statewide system of entrepreneurial development (Wisconsin Entrepreneurs Network (WEN)), see Appendix A for WEN summary
- Commerce will award an estimated 40 loans (including 20 for the Milk Volume Production program) which will assist in creating or retaining approximately 1,000 new jobs, 510 of which shall be for low- and moderate-income workers
- Commerce may also make awards (grants, loans and/or equity investments) for employee training, fixed asset and working capital financing, and other activities allowed under the federal guidelines.

Housing:

- overall approximately \$8.3 million available for Housing activities including FY'07 HUD authorization funds and \$100,000 (estimate) program income and recaptured funds
- funds available through application and random selection award process to local governments
- eligible activities: owner-occupied and renter-occupied rehabilitation, accessibility modifications, homestead (down-payment and closing cost assistance, combined in some situations with rehabilitation), new housing site development and certain acquisition costs, small-scale public facilities improvements
- up to \$1,000,000 set aside for special project initiatives (available on a continuous basis) for making affordable housing units newly available to low- and moderate-income households.
- up to \$750,000 set aside and made available for responding to emergency housing needs necessitated by a disaster.
- CDBG Housing will assist approximately 350 households in 2007-2008

Community Development:

- approximately \$11.4 million available for Community Development activities including FY'07 HUD authorization funds and program income and recaptured funds
- funds available through an application process to local governments
- up to \$750,000 CDBG set-aside dollars will be available to assist with reconstruction and repairs necessitated by a natural or man-made disaster.
- funded projects relate to:
 - Public Infrastructure (Public Facilities & Public Facilities for Economic Development):
 - ✓ assist local communities in financing rehabilitation or upgrading of existing public infrastructure and buildings (water and sewer transmission and treatment, streets, parks, curbs, and sidewalks; handicapped access projects for municipal facilities, and municipally owned and operated public facilities) that serve primarily low- and moderate-income persons or directly support business expansion, increased employment opportunities, and adding to municipality's tax base
 - ✓ up to \$7.7 million will be awarded to an estimated 25-30 communities
 - ✓ grants will benefit an estimated 10,000 households, of whom approximately 7,500 will be of low- or moderate-income or will assist in creating or retaining approximately 300 jobs, 200 of which will be for low- and moderate-income workers
 - Multi Activity Community Development Projects:
 - ✓ provides funding for projects that add to the community's infrastructure and housing stock and include supporting activities being undertaken by other public and private entities, but are limited in scope and more immediate, as opposed to a comprehensive development project
 - ✓ funding will also be directed to preservation and blight elimination activities in Main Street designated communities as well as the downtowns of other Wisconsin communities
 - ✓ approximately \$2.5 million will be earmarked for multi-activity projects to an estimated 5 communities
 - ✓ grants will benefit an estimated 12,000 persons
 - Planning Grants:
 - ✓ designed for specific planning program to respond to major local economic or community development proposals or unexpected adverse economic activities that adversely impact the community
 - ✓ funds available through an application process - grants are limited to planning for projects that if implemented are CDBG eligible activities
 - ✓ up to \$400,000 will be awarded to an estimated 20 communities
 - ✓ grants will benefit an estimated 30,000 persons

HOME Program:

- estimated \$12.4 million (\$12,289,777 HOME + \$241,358 ADDI) available in Federal FY'07 formula allocation
- at least 15% HOME aid funds available to Community Based Housing Development Organizations (CHDOs) for providing affordable housing units
- up to \$900,000 available for special projects that assist communities addressing broader community development activities
- funds disbursed by formula and through competitive processes
- funds available statewide (except in HOME entitlement jurisdictions)
- eligible activities: homeowner rehabilitation, homeowner accessibility rehabilitation, renter rehabilitation, rental housing development, home buyer assistance, home buyer lease-purchase assistance, tenant-based rental assistance, and special projects
- continued funding of the Fresh Start initiative that provides at-risk young people with education, skills, and career direction through opportunities for meaningful service in their communities while helping construct affordable housing units for low-income families
- HOME funding will leverage an estimated \$25,000,000 in other private and public funding
- HOME funding will assist approximately 1,000 households in 2007-2008

Emergency Shelter Grant (ESG) Program:

- \$1,959,737 in Federal'07 formula allocation
- funds available through competitive process to local governments and nonprofit agencies; overall funds allocated on percentage basis to regions of state (currently up to 29% to metropolitan Milwaukee counties, up to 45% to other metropolitan counties, and 26% to non-metropolitan counties)
- state funded Interest Bearing Real Estate Trust Accounts (IBRETA) revenues supplement ESG funds
- eligible activities: renovation, rehabilitation, and conversion of buildings for use as emergency shelters or transitional housing for homeless households; provision of essential services (up to 40% of funds with a HUD waiver); payment of maintenance and operations; homelessness prevention (up to 30% of grant);
- ESG funding, combined with State Shelter Subsidy Grants and Homeless Prevention Program Grants, will provide shelter and prevention services to approximately 14,500 households in 2007-2008

Housing Opportunities for Persons With AIDS (HOPWA) Program:

- \$379,270 in federal FY'07 funding available for local aids (separate allocation for Milwaukee metropolitan area)
- funds available through competitive process
- eligible activities: housing assistance—such as support services, rent and utility assistance, security deposits and housing counseling—aimed at preventing homelessness
- HOPWA funding will provide assistance to approximately 223 households in 2007-2008

State Housing Funds - Housing Cost Reduction Initiative (HCRI):

- \$1,400,000 available annually to assist homebuyers with closing costs and other financial assistance
- funds available through competitive grant process to housing authorities, Native American Indian Tribes, and for-profit and non-profit corporations throughout the state
- for 2007, an estimated 250 homebuyer households will be assisted

State Homeless Assistance and Homeless Prevention Funds:**State Shelter Subsidy Grants (SSSG):**

- \$1,131,000 State funds available to support homeless and emergency shelter program's operations
- eligible applicants are a county or municipal governing body or agency, for-profit entities, an Indian tribal government, a community action agency, or other private non-profit organization. Only generic emergency facilities and voucher programs are eligible.
- SSSG funds cannot exceed 50% of an agency's annual operating budget.
- funds distributed throughout the State by formula, based on past shelter use and anticipated need, to the three "regions" of the State defined by statute (Milwaukee County, Dane County and the remainder of the State).

Transitional Housing (TH) Grants:

- \$375,000 State funds available to promote the development and/or expansion of supportive housing and supportive services to assist homeless individuals and families in their transition from homelessness and to enable them to live as independently as possible.
- funds made available in a combined application with ESG and HPP programs
- eligible applicants are a county or municipal governing body or agency, for-profit entities, a community action agency, or other private non-profit organization.
- eligible activities: leasing costs for facility based and non-facility based programs, operating costs of housing, supportive service costs
- in 2007, an estimated 600 households will be assisted

Homeless Prevention Program (HPP) and Critical Assistance (CA) Grants:

- \$1,400,000 HPP funds available in an annual ESG-TH-HPP combined application
- \$ 500,300 CA funds available for homeless prevention activities in those areas of the State not covered by ESG-TH-HPP
- eligible homeless prevention include: rent (including security deposit, first and last month's rent, and rent subsidy for up to 12 months); mortgage foreclosure prevention; and, utility costs (related to heat, gas, light, water, and public or private sewerage, including deposit or hook-up charges)
- in 2007, an estimated 300 homeless households will be assisted

Interest Bearing Real Estate Trust Accounts (IBRETA)

- estimated \$200,000 in funds will supplement ESG, THP, and SSSG funds
- funds generated by state law requiring banks to remit interest on real estate brokers trust accounts to State for homeless programs

